



## Early Journal Content on JSTOR, Free to Anyone in the World

This article is one of nearly 500,000 scholarly works digitized and made freely available to everyone in the world by JSTOR.

Known as the Early Journal Content, this set of works include research articles, news, letters, and other writings published in more than 200 of the oldest leading academic journals. The works date from the mid-seventeenth to the early twentieth centuries.

We encourage people to read and share the Early Journal Content openly and to tell others that this resource exists. People may post this content online or redistribute in any way for non-commercial purposes.

Read more about Early Journal Content at <http://about.jstor.org/participate-jstor/individuals/early-journal-content>.

JSTOR is a digital library of academic journals, books, and primary source objects. JSTOR helps people discover, use, and build upon a wide range of content through a powerful research and teaching platform, and preserves this content for future generations. JSTOR is part of ITHAKA, a not-for-profit organization that also includes Ithaka S+R and Portico. For more information about JSTOR, please contact [support@jstor.org](mailto:support@jstor.org).

# THE ELEMENTARY SCHOOL JOURNAL

*Continuing "The Elementary School Teacher"*

VOLUME XIX

JANUARY, 1919

NUMBER 5

## **Educational News and Editorial Comment**

### INDIANAPOLIS SURVEY OF READING

Beginning with this issue and continuing through subsequent numbers of the *Journal* there will appear as a series of articles the report of the reading survey made in Indianapolis in September, 1917, by Professors Gray and Bobbitt. This report represents an interesting development in the survey movement. Instead of attempting to deal with all phases of the school work at Indianapolis, the effort was made to canvass the reading situation with the co-operation of the teachers and to devote a series of meetings to a discussion of the possibilities of improving the work of the system in this one respect.

---

The *Elementary School Journal* is published monthly from September to June by the University of Chicago. It is edited and managed by the Department of Education as one of a series of educational publications. The series including also *The School Review* and the *Supplementary Educational Monographs* is under a joint editorial committee and covers the whole field of educational interests.

#### JOINT EDITORIAL COMMITTEE

CHARLES HUBBARD JUDD, *Chairman*  
SAMUEL CHESTER PARKER  
JOHN FRANKLIN BOBBITT

#### Articles and Editorials of *The School Review*

ROLLO LA VERNE LYMAN  
FRANKLIN WINSLOW JOHNSON

#### Reviews

HAROLD ORDWAY RUGG  
ROLLA MILTON TRYON

#### Articles and Editorials of *The Elementary School Journal*

FRANK NUGENT FREEMAN  
HARRY ORRIN GILLET

#### *Supplementary Educational Monographs*

WILLIAM SCOTT GRAY  
MARCUS WILSON JERNEGAN

The plan was worked out with Mr. Gruver who was at that time the acting superintendent of schools. When Mr. Graff was appointed superintendent late in the summer he gave his hearty co-operation to the plan.

Preliminary information was collected during the months of May and June so that the time devoted by the surveyors to the study of the situation in Indianapolis itself might be used to the highest advantage. During the summer quarter several of the Indianapolis teachers took courses with Professors Gray and Bobbitt and became acquainted in detail with the methods of carrying on investigations of this type. These preparations made it possible for all concerned, instead of spending time in the autumn discussing in a general way the principles which might be put in operation in the teaching of reading, to make a direct attack upon the situation that was found to exist in that city. An elaborate series of tests were made, as will be indicated in the report itself. The results of these tests were tabulated and conferences were based directly upon the findings of the survey.

A number of circumstances have intervened which prevented the carrying out of the program of publishing the report. It is believed that publication is of general importance for two reasons. First, the report exhibits the way in which a careful examination of a single phase of school work can be utilized to bring out valuable suggestions as to lines of work that should be taken up by the system itself. Sooner or later it ought to be possible to develop educational specialists in various lines who can come into school systems and give valuable advice on one or another of the particular subjects of instruction. Such advice will always lack point unless it is based, as was the advice on reading in this case, on a direct examination of the work of the system itself.

Second, the results here reported are of importance for the whole state of Indiana which has the same series of reading

books as the city of Indianapolis. Evidently the adoption of a series of books is a matter of a good deal of importance. While it is not always possible to judge books in advance, it is possible to study results. The results which were found in Indianapolis have since been confirmed by tests made in other parts of the state and published by the University of Indiana. The problem of selecting the best books and adopting the best methods of teaching reading is one which every state and city should solve by the same type of careful consideration of details as Professor Gray and Professor Bobbitt have exemplified in their report.

#### INCREASING TEACHERS' SALARIES IN ST. LOUIS

One of the most important general problems which has been under discussion this autumn in the city school systems of the country is that of securing increases in salaries for teachers. Practically every board of education has been confronted by the necessity of making a careful study of this matter. In a number of instances action has been taken increasing greatly the amounts paid to teachers.

The whole matter is a subject of treatment in a recent bulletin issued by the Emergency Commission of the National Education Association. This bulletin contains in definite and striking form an exhibit of the necessity of changing teachers' salaries if there is to be a continuation of efficiency in school work. Without attempting to review the findings of that bulletin or without urging the matter that is so familiar to those who are in contact with the operations of school systems, it is more interesting to turn to at least one concrete example of a change for the better.

Under the leadership of Superintendent Withers the Board of Education of the city of St. Louis has taken a notable step in the direction of improvement of teachers' salaries. Late in November the Board, after considering for a month the new

schedule proposed by Superintendent Withers, added approximately \$550,000 to the annual instructional budget of the school system. In July of the preceding year the Board had added about one-half of this amount, namely, \$225,000, to the salary schedules. The total, therefore, for the last two years is \$775,000.

St. Louis has, as is well known to all who have visited the system, a generous plan of continuation instruction for its teachers. It has made ample provision for the training of the new teachers who enter the elementary system through its Harris Teachers College. It has always pursued the policy of bringing into the principalships men and women of broad general training. High-school teachers have also been attracted to St. Louis from all parts of the country. Its general salary schedule has, however, been low. This increase will undoubtedly make it possible to hold in the service of the system efficient teachers and to secure a higher grade of professional service than ever before.

The report by Superintendent Withers laid before the Board in asking for this increase is a notable document. It is not possible here to quote the report in full. One paragraph will serve to exhibit its general temper and character.

The conclusion, therefore, which the foregoing study inevitably forces upon us is that either the salaries of the Department of Instruction must be materially increased or the present efficiency of the schools will decline. To permit the latter to occur at this time would be nothing short of a crime. The two great problems before America today are to win the war for freedom and democracy and to prepare our children for life and citizenship in the new era which the war is bringing on, an era which will tax the trained intelligence of our people to the utmost. The war has demonstrated nothing more clearly than that the fundamental elements of a nation's strength are the intelligence and morale of its people. It is, therefore, no mere figure of speech when we say that the public schools of America constitute a most important sector in this nation's first line of defense. There is no doubt every reason why the present high efficiency of the St. Louis schools should be maintained and in

every possible way increased. As Superintendent of Instruction, responsible under the charter to the Board of Education and to the people of the city, I am absolutely opposed to lowering the present standards of excellence or curtailing in any degree any activity now engaged in by the schools that is essential to maintaining present standards and improving their efficiency. What possible advantage can there be in winning the great cause for which our men are fighting, if we at home permit our boys and girls, the coming generation of our men and women, to be so undeveloped in mind and body as to be unable to enjoy the benefits and meet the responsibilities of the new democracy for which our soldiers and our sailors are dying.

#### “JUNIOR PRIMARY” INSTEAD OF “KINDERGARTEN”

Miss Temple writes in further discussion of the name to be given to the first unit of American schools as follows:

The November number of this journal published a letter from Dean Burris of the University of Cincinnati in which he proposes that the name “Kindergarten” be changed to “Play School.” Dean Burris thinks that an institution which is so essentially democratic as the American kindergarten should not be called by a German name. He suggests “Play School” as a substitute because it is a name which expresses the spirit and method of the kindergarten.

This is not the first time that a change of name has been advocated. In discussions of the last few years concerning methods of securing closer co-ordination between the kindergarten and the first grade it has been suggested more than once that the name be changed to one that would serve to identify the kindergarten with the rest of the school. Is not this the really important consideration now? The time has undoubtedly come when a change of name will be acceptable to the kindergartens of the country, but it would be a serious mistake to select as a substitute the name “Play School” or any other which would again mark this department as separate and entirely different in character from the rest of the school. “Junior Primary” is a name similar to the others already in

use, viz., junior high school and junior college, and it would serve the double purpose of suggesting the desirable relation between the kindergarten and the grades and designating it as an organic part of the elementary school.

#### CHILD LABOR DAY

For some years past this *Journal* has co-operated with the National Child Labor Committee in bringing to the attention of its readers the importance of the relation between child-labor laws and education. Until the problem of the proper employment of children is solved there will always be obstruction of every educational program. The following notice from the National Child Labor Committee describes the opportunity which teachers have of presenting this issue to the people.

This letter is written for the purpose of asking your co-operation in giving wide publicity to the fact that the fourth Monday in January, January 27, has been designated by the National Child Labor Committee, in accordance with annual custom, for observance as Child Labor Day in schools, clubs, etc. The preceding day will be observed by the churches and Sunday schools as Child Labor Sunday. Through your columns, will you kindly call the attention of school officials, principals and teachers, to the date of Child Labor Day?

The following description and endorsement of the purposes of Child Labor Day, by Commissioner P. P. Claxton, is hereby released for publication:

"As never before we are coming to realize that the child is the chief asset of State and Nation, and that the highest function of our democracy is the promotion of the education and welfare of our children. Upon this depends the material prosperity, the social welfare and the strength and safety of the country. Humanity and good government alike demand that no child shall be exploited to its hurt, that the health of none shall be neglected, and that none shall fail to be instructed in those things that pertain to its industrial, social and civic efficiency. It is, therefore, fitting that a day should be set apart for the special consideration of the interests of the children and for review of the activities of those agencies which have been working in their behalf during this year of war and the distractions which war unavoidably brings. I trust the day designated by the National Child Labor Committee as Child Labor Day may be observed in all the communities of the country and that on this day we may all become more fully conscious of the fact that only through our children may we attain the ideals beyond our reach and to which we aspire."

The manner of observance may be through special programs, or perhaps a brief talk by the teacher or some outsider on the value of education and the disadvantages of leaving school too early; or the occasion may be observed in any other way that seems desirable. The National Child Labor Committee stands ready to give any information and assistance at its command. The Children's Bureau of the Department of Labor desires to assist in making Child Labor Day a great success and will render available its field reports on the work and achievement of Children's Year.

THE NATIONAL SOCIETY FOR VOCATIONAL EDUCATION,  
THE DEPARTMENT OF SUPERINTENDENCE,  
AND THE CHICAGO DINNER

The educational meetings which will be held during the month of February promise to be of unusual importance and they are likely to be very well attended. Problems of educational reconstruction will be vigorously discussed. It is to be hoped that progress will be made in the direction of an enlargement of the activities of schools.

At St. Louis from February 20 to 22 the National Society for Vocational Education will hold its meetings. During the week of February 24 the Department of Superintendence with its accompanying meetings will be held in the city of Chicago.

As one of the attractions of the last meeting, minor perhaps from the point of view of the general constituency of this meeting but of major importance to former students of the University of Chicago, will be the annual Chicago dinner on Tuesday evening, February 25. The President of the University will by that time have returned from his expedition to Persia and will be present to speak to the company. Other representative Chicago educators will be on the program of which fuller announcement will be made later. The present notice is to keep the matter before all who have attended the meetings in the past and to distribute the notice, if possible, to the attention of any former students of the University who have not up to this time attended these annual dinners.



## LIMITING DRILL BY DEFINITE STANDARDS

The Efficiency Bureau of the Kansas City schools has been distributing some interesting bulletins to the principals of that city. One of these calls attention to the fact that in all school systems there is danger of overdoing the matter of drill. In connection with a full table of the standards to be recognized in the Kansas City schools there is the following introductory comment which is worth reading even though we do not attempt to carry the quotation far enough to include the tables which are made the basis for judgment as to the point where further drill becomes undesirable.

As stated to principals in a letter of March 21, 1918, there is a general tendency in school systems all over the country to give more attention to drill in the fundamental operations in arithmetic. This increased drill has come in response to the demands of the business world and in response to the feeling of both elementary and high school teachers that pupils generally lack speed and accuracy in the fundamental operations.

In this change of emphasis, there is necessarily danger of over-emphasis and of over-drill in these fundamental operations. Since no class can be exactly at the standard for its grade, the question naturally arises,

“WHEN IS A CLASS NORMAL IN THE FUNDAMENTAL OPERATIONS?”

Answer: In order to avoid over-drill and to encourage the proper amount of drill, it has been decided that any class shall be considered normal in a fundamental operation when it is not more than one point below the standard for its grade in either attempts or in rights and not more than two points above the standard in either attempts or in rights.

A class is below normal when it is more than one point below the standard for its grade in either attempts or in rights. A class is above normal when it is more than two points above the standard for its grade in either attempts or in rights.

To illustrate: The standard for a 4 A class in addition is eight examples attempted and seven right. A class is normal when the number of attempts is between 7 and 10 AND the number of rights between 6 and 9. A class is below normal when it is below 7 in attempts OR below 6 in rights. A class is above normal when it is above 10 in attempts OR above 9 in rights.

## ALTON SCHOOL SURVEY

Just before the close of the school year in 1918 the Board of Education of Alton, Illinois, invited the superintendent of schools of St. Louis and a number of his colleagues to make an examination of the schools of Alton. The committee of the Board of Education which was in charge of the survey makes one interesting statement with regard to the members of the survey staff. "Every man engaged in making the survey," is their comment, "is a public school man now actually employed in public school work." Evidently the committee had some anxiety lest it should be inadequately advised by somebody who had purely theoretical interests in the organization of schools. The danger that school surveys will be carried on merely as academic studies is undoubtedly felt to be very real by many members of boards of education. The statements used by the committee of the Alton Board emphasize the desire on the part of the practical business man for a judgment by experts who are constantly giving evidence of their expertness by their successful management of school affairs in a practical way.

The report of the Alton survey commission appeared in a pamphlet of a little less than a hundred pages. It is made up of a number of sections. The first section deals with the organization, administration, and supervision of schools; the second, with the teaching staff; the third, with the operation of the schools in their classroom activities; the fourth, with the course of study and school supplies; the fifth, with a series of tests of the elementary school work; the sixth, with the high school; the seventh, with age-grade material and progress through the grades; and finally, a section on the financial organization of the system. Recommendations of a very definite type are offered to the Board looking toward reorganization of the schools in a number of respects.

The Alton Board of Education appointed during the summer Mr. Reavis of the Harris Teachers College and close associate of all of the men who were engaged in the survey, to the position of superintendent of schools. During the autumn and winter, in spite of the interruptions that have come with the epidemic, there has been a vigorous effort within the schools to realize the recommendations made by the survey commission. There is general enthusiasm throughout the city for the innovations that have been introduced. One enthusiastic citizen writes to the editors of this *Journal* the statement that "great progress has been made along the most vital lines of reorganization." He goes on to describe the movement in that city as the first constructive program ever attempted in Southern Illinois in school administration.

The survey is of general interest because it shows that even the smaller cities are coming to see the importance of examination from time to time of their school resources in order that they may get the benefit as fully as possible of the movements in the country toward reform and enlargement of school work.

#### THE GARY SURVEY

The first volume<sup>1</sup> of the Gary survey has appeared. We are asked by the editors of this survey to make an announcement of the volumes which are to appear later. A full statement of these is as follows:

*Organization and Administration.* GEORGE D. STRAYER and FRANK P. BACHMAN. (128 pages and appendix, 15 cents.)

*Costs.* FRANK P. BACHMAN and RALPH BOWMAN. (82 pages and appendix, 25 cents.)

*Industrial Work.* CHARLES R. RICHARDS. (122 pages and appendix, 25 cents.)

---

<sup>1</sup> *The Gary Schools. A General Account.* By ABRAHAM FLEXNER and FRANK P. BACHMAN. (207 pages and appendix, 25 cents.) New York City: General Education Board, 1918.

*Household Arts.* EVA W. WHITE. (49 pages, 10 cents.)

*Physical Training and Play.* LEE F. HANMER. (34 pages, 10 cents.)

*Science Teaching.* OTIS W. CALDWELL. (About 75 pages and appendix, 10 cents.)

*Measurement of Classroom Products.* STUART A. COURTIS. (About 350 pages and appendix, 30 cents.)

This survey differs from most others which have been undertaken in the United States because it is addressed primarily to people outside of the system surveyed. The Cleveland survey, for example, was intended primarily for the people of Cleveland. It attracted the attention of the rest of the country because of the methods which it employed and because in many respects Cleveland is typical of most American cities. The Gary survey, on the other hand, while it will undoubtedly be of a good deal of interest to the citizens of Gary, was undertaken in response to a widespread demand for an impartial examination of this much discussed system. From all parts of the country school officers have made their way to Gary. Usually they have been stimulated to make the trip by the demands of urgent members of their boards of education who have asked of them that they cultivate some of the virtues and secure the advantages reported to come from the new plans in operation there. The officers of the Gary system itself have been called upon frequently to outline their plans and have responded freely. Partisan discussions have arisen in many quarters with regard to the feasibility of these plans. The Gary report is expected to give the facts without bias and without any of the obscurities which have surrounded less exhaustive treatments of the case. Since there are those who are violently prejudiced against the Gary system and others who are its ardent advocates, it is highly important that the evidence on which each assertion made by the surveyors is based shall be clear and unambiguous.

Mr. Flexner and Mr. Bachman have written a summary volume which precedes the volumes giving the full statements of the facts. In this summary volume they have expressed freely a great variety of judgments with regard to the success of the system as a whole and with regard to the success or failure of this and that particular phase of the system's work. This is no light task which these authors have undertaken. Under the circumstances it would not have been surprising and perhaps would have been on the whole more judicious if the facts had been presented first and the summary had come at the end of the series. Certainly it is to be hoped that there will be no long delay in supplying careful students of education with the materials for the formulation of their own judgments.

There is an unmistakable effort on the part of these two writers to reach a balanced judgment. There is, above all, a desire to give the fullest possible recognition to the spirit and ambitions of the Gary system even where its achievements do not fully reach the ends aimed at.

Throughout the volume there is a constant reiteration of the importance of the broad conception of education which underlies the plans of the Gary system. Mr. Flexner's views with regard to the modern requirements of education are too well known to be forgotten. His favorable attitude toward the Gary system during the period of his membership on the New York school board is also well known. It is to be expected that he will have nothing but sympathy for any scheme of education which not only aims to give children the formal subjects of instruction but makes provision for the wholesome cultivation of their physical, moral, and recreational lives as a part of the regular school program.

This thoroughly sympathetic attitude toward the ideas embodied in the Gary system disarms from the first any critic of the report who is disposed to take offense at the pointed

criticisms of the Gary schools to which the facts have led the surveyors.

It is a great relief to have the thoroughly false statements about the Gary system which have been widely circulated punctured so conclusively by writers who are thoroughly sympathetic with the demand for broad experimentation and unlimited education.

First, we have heard a great deal in the discussions of the Gary system about the cheapness of the plan. It now appears that the plan is in no wise cheap. Members of boards of education who have told their superintendents to go to Gary and find out how to run a school on half the cost can now be answered, not by the superintendent who comes back with the statement that Gary is not run on half the usual cost, but by the report of the surveyors which shows that the per capita cost of education in Gary in the Emerson School for grades one to five amounted to \$64.49 and for grades six to eight \$74.58. Certainly any school system that can spend that amount of money in educating its children ought to be able to carry out large ideas, and certainly anyone who is sent to Gary and told to imitate the large ideas and is asked to do it on thirty or forty dollars per capita has an adequate answer. It should be noted too that these figures do not cover the very large initial cost of the buildings and equipment necessary to house the elaborate scheme.

The present report does not give in full detail the Herculean efforts necessary on the part of the survey commission to find out what things did cost in Gary. Gary had no scheme of bookkeeping that made it possible to answer some of the simplest questions with regard to school finance. The surveyors literally had to make over the accounting system in order to get any information.

Ardent advocates of the Gary system have made assertion after assertion with regard to costs which are in no wise borne

out by the results of the present inquiry. There ought to be on the part of all school people a feeling of grave responsibility with regard to reports of their experiments. At that point the Gary system has certainly been remiss in not having for its own use and in not making clear to the country at large the actual facts with regard to the costs of the system.

Second, the surveyors find that the whole system is very loosely organized and practically unsupervised. Here again the advocates of the Gary system have repeatedly pointed out that a highly departmentalized system such as that of Gary requires no supervision. It has been one of the supposed virtues of the Gary scheme that the teachers, all of whom are specialists, get on without any interference from superior officers. The ordinary school man who has visited Gary has known for a long time that the schools were chaotic. Experience everywhere has shown the necessity of supervision. No scheme can carry itself out, and it has been perfectly evident that lack of co-ordination and lack of supervision are among the chief characteristics of the Gary schools. These facts now come out with perfect clearness in the report of the surveyors and constitute one of the important counts in describing the system as it actually is.

In the third place, the surveyors find much evidence to show that the departmentalization plan which has been another one of the much discussed characteristics of the Gary system is not a complete success. Departmentalization requires the most careful supervision if it is not to fail. This departmentalization cannot be carried without discrimination into the lower grades. The comments made by the surveyors are a wholesome check upon unbounded enthusiasm for the unlimited departmentalization practiced at Gary.

Finally, to select one more important failure, the Gary system does not teach well the fundamentals of school work. This again is a judgment that practically every school man of

experience has been obliged to pass upon the work which he has seen in the Gary schools. The careful tests made by the surveyors bring out the fact that reading and number work are defective.

One might go on in this fashion discussing the various details brought out in the survey. The conclusion of the authors is that Gary has boldly and energetically attempted to realize a broad conception of education; it has not been afraid to try an experiment in the large, but its boldness has not been in any wise paralleled by careful organization or by systematic checking of results or by achievement in fundamentals.

The first volume of the report is itself an interesting document apart from the view which it presents of the Gary system. This is not the place for a critical examination of this first volume, especially before the appearance of the other volumes from which the detailed facts are to be derived. We shall postpone to a later period a final examination of the technical material of the survey itself. Comment will at that time be made on the method of organizing and presenting the material.